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EASTERN

F.O.
371

1947

PALESTINE

File No. 1354

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Reference:-

FO

371 / 61897

CLOSED
UNTIL
1978

61897

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? already returned E

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Returned from Private Secretary
8 Feb

WML

The Secretary of State.

PALESTINE.

Constitution of the I.R.O.

1. At the meeting of the Anglo-Arab Conference on February 4, Faris Bey Khouri quoted the following resolution of the United Nations General Assembly, concerning the International Refugee Organisation:-

"The Organisation should endeavour to carry out its functions in such a way as to avoid disturbing friendly relations between nations. In the pursuit of this objective, the Organisation should exercise special care in cases in which the re-establishment or re-settlement of refugees or displaced persons might be contemplated either in countries contiguous to their respective countries of origin or in non-self governing countries.

The Organisation should give due weight among other factors to any evidence of genuine apprehension and concern felt in regard to such plans in the former case by the country of origin of the persons involved or, in the latter case, by the indigenous population of the non-self governing country in question." (United Nations Journal, No. 73, page 872)

2. Legally speaking, the resolution applies only to the activities of the I.R.O., and has no bearing on the regulation by His Majesty's Government of Jewish immigration/

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4

immigration into Palestine.

3. Nevertheless it would be difficult to contend that no account should be taken, in dealing with immigration into Palestine, of the principles which have been endorsed by the United Nations in relation to refugee migration generally.

H. Beeley

6th February, 1947.

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The Secretary of State.

Jewish Immigration into Palestine and the U.K.

1. Palestine.

The White Paper of 1939 provided for a ~~Further~~ *final* 75,000 Jewish immigrants, after which any further immigration was to be dependent upon Arab consent. By December 1945, the quota of 75,000 was exhausted. Since no decision had then been taken on a long term policy in Palestine, the Government decided to permit Jewish immigration to continue at the rate at which it had been proceeding until then, namely 1,500 per month.

This rate of Jewish immigration is still being maintained. Under this interim arrangement we have already admitted 21,000 Jewish immigrants into Palestine in excess of the quota laid down in the White Paper of 1939.

2. The United Kingdom.

In the ten year period 1933-1943, there was a net immigration into this country of 65,000 Jews. In other words, there were 65,000 Jewish refugees here at the end

of/

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of 1943, apart from those who had spent some time in this country and then emigrated again to other countries. Later figures are not available but it is unlikely that there has been much Jewish immigration into the United Kingdom since 1943.

H. Beeley

6th February, 1947.

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Refugee Cert. for only 7
13514. Please.

The Secretary of State.

13
PALESTINE.

Constitution of the I.R.O.

- McB...*
3, (disputed area?)
none.
unsubstantiated 2/2
1. At the meeting of the Anglo-Arab Conference on February 4, Faris Bey Khouri quoted the following resolution of the United Nations General Assembly, concerning the International Refugee Organisation:-

"The Organisation should endeavour to carry out its functions in such a way as to avoid disturbing friendly relations between nations. In the pursuit of this objective, the Organisation should exercise special care in cases in which the re-establishment or re-settlement of refugees or displaced persons might be contemplated either in countries contiguous to their respective countries of origin or in non-self governing countries.

The Organisation should give due weight among other factors to any evidence of genuine apprehension and concern felt in regard to such plans in the former case by the country of origin of the persons involved or, in the latter case, by the indigenous population of the non-self governing country in question." (United Nations Journal, No. 73, page 872)

2. Legally speaking, the resolution applies only to the activities of the I.R.O., and has no bearing on the regulation by His Majesty's Government of Jewish

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immigration into Palestine.

3. Nevertheless it would be difficult to contend that no account should be taken, in dealing with immigration into Palestine, of the principles which have been endorsed by the United Nations in relation to refugee migration generally.

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

DATE

6th February, 1947.

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Reference:-					
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371 / 61897					

29 APR

FROM

No.

Dated

*Received
in Registry*

Last Paper.

135-4

References.

(Print.)

(How disposed of.)

Rel. Geneva. 214 $\frac{3}{5}$
235 $\frac{3}{5}$

(Action completed.)

(Index)

Next Paper.

E 3694

(Minutes.)

Para. 7 appears to represent the best way of tackling this question. I doubt if we should get anywhere with a frontal attack

J. S. Beard
Apr. 30

This memo. discloses a very disturbing state of affairs, namely that under present arrangements the Jewish Agency and the Joint Distribution Committee are likely to have progressively larger sums placed at their disposal in the near future which can only facilitate the work on which we know they are engaged of organizing illegal immigration. (this goes especially for the A.T.C.)

I have discussed the position with the Edmunds, Refugee Dept. Sir J. Russell has instructions to try, at the

32003 F.O.P

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the Preparatory Commission of the ~~1945~~ (R.O.,
which opens today in Lonsanne, to try to get
things altered, on the lines indicated in para 7
of this memo., but he ~~is~~ not likely to have an
easy job. Mr. Edmonds agrees that it might
strengthen his hand if the S./P. were to send
a personal message to Sir G. Kendal on the
subject. In view of the political considerations
involved Mr. Edmonds asked that Eastern Dept
should put up a paper to the S./P. and I
submit a separate minute and draft accordingly.

The minutes on E 3012/4 are also relevant
to this question. It seems to me that we want to
consider all possible action that can be taken
to hamstring the activities of A.T.D.C., in Italy,
in Germany & Austria (esp. in the U.S. zones) in
Roumania & Hungary as a part of the intensive
drive we are developing to check illegal immigration.
If an interdepartmental committee is formed, this would
be one of the points on which it should concentrate.

Refugee Dept. etc.

P. G.
arran
1/5

2. P.P. 2.0. Minute 30/4

- - - Mr. Farran 3/1

29.5

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Private Secretary.

Please see the S of S's minute on the attached paper. There was no delay in the typing of the minute which was dictated by me late on the evening of April 30th and typed out early on the May 1st.

We realised that the telegram to Sir G. Rendel might not reach him until after the Minister of State had left Geneva. ~~and we therefore sent~~ we therefore gave a copy of the minute to Mr Robt to take to Geneva with him and Mr Butler sent the Minister of State the attached personal telegram.

Now see M/States

reply to my tel.

M Butler 3/5

3/5

The S of S's tel. went off this morning.

Nothing to be Written in this Margin.

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enter E_{12}

I.R.O. Preparatory Commission, Lausanne.

At a meeting in Refugee Department on April 26th it was agreed between Mr Edmonds and Mr Boothby (for Refugee Department), Mr Beith of Eastern Department, and Mr Goodchild and Mr McCoombe of Economic Warfare Department, that the attached Memorandum should serve as an instruction to the United Kingdom Delegation to the Preparatory Commission of the I.R.O.

2. Economic Warfare Department agreed to approach the United States Government regarding the Swedish contribution to I.R.O. by telegram in the ABANDON Series.
3. One copy of the Memorandum has been taken by Mr Boothby to the Lausanne meeting.

23th April, 1947.

WR. De la Motte nt.

(COPIES have been sent to
Mr. Gerdahl and Mr. McGowan)

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13

MEMORANDUM.

At its meeting at Lausanne on the 1st May, the I.R.O. Preparatory Commission will be discussing inter alia the transfer to I.R.O. by the I.G.C. of the latter's functions under the Five Power Agreement of June, 1946, for the implementation of Article VIII of the Final Act of the Paris Agreement on Reparations.

2. Under the Five Power Agreement the I.G.C. or its successor is responsible for the disbursement of funds for the rehabilitation and resettlement of non-repatriable victims of German action. These funds come from the following sources :-

- (a) All non-monetary gold found in Germany.
- (b) A share of the proceeds of German assets in neutral countries (\$25. million.).
- (c) The assets in neutral countries of all victims of German action who died without heirs.

3. Under the terms of the Five Power Agreement 90% of (a) and (b) and 95% of (c) are specifically reserved for Jews.

4. In the directive consequent upon the Agreement sent to the I.G.C.R. by the French Government, the Jewish Agency and A.J.D.C. are named as the agencies by whom this money is to be expended on schemes approved by the I.G.C.R. or its successor. The remainder is left at the disposal of I.G.C.R. itself.

5. We are most anxious to try and prevent this state of affairs from continuing, since even with the strictest safeguards against misuse of these funds, the A.J.D.C. and Jewish Agency will still be assisted in their attitude towards Jewish exodus to Palestine.

6. Instead of having to use their own money on legal humanitarian schemes of rehabilitation, they can use the reparations money, thus leaving them with that much more money to assist illegal emigration. It is also clearly inequitable that a sum so disproportionate to the needs of the living should go to the Jews who represent about 20% of the displaced persons population.

7. It is therefore suggested that when this question is brought before I.R.O. we should insist that I.R.O. should only take over the I.G.C.'s functions in this matter on the following conditions :

- (a) That there shall be no discrimination in the allocation of such funds to schemes of rehabilitation and resettlement.
- (b) That the I.R.O. shall disburse such funds on its own account and shall not make use of any other agency for the purpose.
- (c) Subject to the consent of the governments of the United Kingdom, United States and France, any member state of I.R.O. pledged to contribute through the proceeds of German assets in that country to the objects set forth in Article VIII of the Reparations Agreement, may, if it so requests, make its first year contribution to I.R.O. out of such proceeds and its liability under that pledge be deemed to be reduced by such an amount.

This latter proposal is aimed at getting countries like Sweden and Switzerland to join I.R.O. The former is certainly holding out in the hope that this proposal will be agreed to. If these two countries were to join I.R.O., it would be able to come into existence, since they would, with Belgium, make fifteen members and 75% of the operational Budget (assuming that Switzerland pays 1.92% reserved for " New Members "). This may

/tempt the ...

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10/5/57

25th April, 1947.

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Reference:-

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371 / 61897

3577 1254 11. PW 15

MEMORANDUM.

At its meeting at Lausanne on the 1st May, the I.R.C. Preparatory Commission will be discussing inter alia the transfer to I.R.C. by the I.G.C. of the latter's functions under the Five Power Agreement of June 1946, for the implementation of Article VIII of the Final Act of the Paris Agreement on Reparations.

2. Under the Five Power Agreement the I.G.C. or its successor is responsible for the disbursement of funds for the rehabilitation and resettlement of non-repatriable victims of German action. These funds come from the following sources :-

- (a) All non-monetary gold found in Germany.
- (b) A share of the proceeds of German assets in neutral countries (250-million.).
- (c) The assets in neutral countries of all victims of German action who died without heirs.

3. Under the terms of the Paris Agreement 90% of (a) and (b) and 95% of (c) are specifically reserved for Jews.

(4) In the directive concerning upon the agreement sent to the I.G.C.R. by the French Government, the Jewish Agency and I.J.R.C. are named as the agencies by whom this money is to be expended on schemes approved by the I.G.C.R. or its successor. The remainder is left at the disposal of I.G.C.R. itself.

5. We are most anxious to try and prevent this state of affairs from continuing, since even with the strictest safeguards against abuse of these funds, the I.G.C.R. and Jewish Agency will still be assisted in the Jewish exodus to Palestine.

6. Instead of having to use their own money on legal and humanitarian schemes of rehabilitation, they can use the reparations money, thus leaving them with that much more money to assist illegal emigration. It is also clearly inequitable that a sum so disproportionate to the needs of the living should go to Jews who represent about 20% of the displaced persons population.

7. It is therefore suggested that when this question is brought before I.R.C. we should insist that I.R.C. should only take over the I.G.C.'s functions in this matter on the following conditions :-

- (a) That there shall be no discrimination in the allocation of such funds to schemes of rehabilitation and resettlement.
- (b) That the I.R.C. shall disburse such funds on its own account and shall not make use of any other agency for the purpose.
- (c) That any future payments of such funds by member states of I.R.C. shall be counted as, or towards, their contribution to I.R.C.

This letter proposal is aimed at getting countries like Sweden and Switzerland to join I.R.C. The former is certainly

/holding out ...

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16

24th April, 1947.

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17
1577 1354 21

22 MAY 1947

ILLEGAL IMMIGRATION INTO PALESTINE

The present minute explains how, under present arrangements relating to the functioning of the Inter-Governmental Committee for Refugees (and its eventual successor the International Refugee Organisation) large sums of money are likely to become progressively available to the Jewish Agency and the American Joint Distribution Committee, for the assistance of Jewish displaced persons. In the light of what we now know of the activities of these two Jewish bodies, it can be taken for granted that a considerable amount of this money will be used either indirectly or even directly for the purpose of illegal immigration.

Under the Five Power Agreement of June 1946 for the implementation of Article VIII of the final Act of the Paris Agreement on Reparations, it is provided that the Intergovernmental Committee or its successor is responsible for the disbursement of funds for the rehabilitation and resettlement of non-repatriable victims of German action. These funds come from the following sources:-

- (a) All non-monetary gold found in Germany.
- (b) A share of the proceeds of German assets in neutral countries (£25,000,000).
- (c) The assets in neutral countries of all victims of German action who die without heirs.

Under the terms of the Five Power Agreement 90% of (a) and (b) above and 95% of (c) are specifically reserved for Jews.

The French Government, in accordance with the conclusions reached in the negotiations leading up to the Five Power Agreement sent a directive to the Intergovernmental Committee in which the Jewish Agency and the American Joint Distribution Committee are named as the agencies by whom this money is to be expended on schemes approved by the I.R.C.R. or its successor.

As regards the amount of money likely to become available from the three sources above mentioned, (a) is still problematical, (c) is likely to be small, but (b) represents a very substantial sum. These German assets in neutral countries, principally in Switzerland, Sweden, Spain and Portugal have not yet become available but they are likely to become progressively available in the near future.

It is therefore most important that a determined effort should be made to alter this most unsatisfactory arrangement. It is clear that, even with the strictest safeguards against misuse of these funds, this arrangement will greatly facilitate the activities of the A.J.D.C. and the Jewish Agency in promoting illegal immigration. Instead of having to use their own money on legal humanitarian schemes of rehabilitation, they can use the reparations money, thus leaving them with that

much/

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Reference:-

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much more money for illegal immigration purposes. Besides, the arrangement is most inequitable, seeing that the Jews represent only about 20% of the displaced persons population.

A possible opportunity for effecting such a change should occur at the meeting at Lausanne on 1st May of the I.R.O. Preparatory Commission which will be discussing, inter alia, the transfer to the I.R.O. by the I.G.C. of the latter's functions under the Five Power Agreement, ~~an attempt should be made to change things~~, and Sir George Rendel has been given instructions that, when the question comes up, he should urge that the I.R.O. should only take over the I.G.C.'s function in this matter on the following conditions.

- (a) That there shall be no discrimination between Jews and non-Jews in the allocation of such funds to schemes of rehabilitation and the resettlement of displaced persons.
- (b) That the I.R.O. shall disburse such funds on its own account and shall not make use of any other agency (i.e. the Jewish Agency or the A.S.D.C.) for this purpose.

It is to be expected that Sir George Rendel will not have an easy task in this matter and it is therefore suggested that his hand might be strengthened if a strong personal telegram were sent to him by the Secretary of State stressing the importance which we attach to this matter and urging that he should use his utmost endeavours to secure agreement for such revised arrangements.

I submit a draft telegram herewith.

The Minister of State might perhaps wish to take a copy of this memorandum to Geneva in case he should have an opportunity of discussing the matter with Sir George Rendel.

This minute has been cleared with Refugee Dept.

30th April, 1947

I agree

BB Bray 1.

*The Minister of State
will be home before this is
sent. It seems to have
been delayed before final
typing*

*The Minister of State
will be home before this is
sent. It seems to have
been delayed before final
typing*

EB

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19

Bytter Room
Please get this
off quickly. (M. & S.
is returning to U.K. tomorrow)

[Signature]
2/5.

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Reference:-

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371 / 61897

3149 Wt. 26469/137 100m 9/46 (51) F.&S.

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 1 2
 Reference:-
FO
 371 / 61897

21

Cypher/OTP

FROM FOREIGN OFFICE TO GENEVA.

(To United Kingdom Delegation).

No. 214
2nd May 1947.

D. 11.47 a.m. 2nd May 1947.

PPP

IMMEDIATE

Following for Minister of State from Butler.

Memorandum on illegal immigration (with reference to International Refugee Organisation and Jewish Organisations).

This has not yet been passed by higher authority, but I think it would be most useful if you could arrange to discuss question with Sir G. Rendel.

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Registry
No.

Top Secret.
Secret.
Confidential.
Restricted.
Open.

Draft.

*U.K. Delegation
to I.R. Delegation
via Geneva
Telegram.*

No. *235*

(Date) *May 3.*

Repeat to :—

NOTHING TO BE WRITTEN IN THIS MARGIN.

BB.
MB.
Encl.
Code.
Cypher.

Distribution :—

Departmental No. 2.

Copies to :—

OUT FILE

22

F. O.,

May 1947.

Despatched *17/11/47* M.

IMMEDIATE
SECRET

Following personal for Sir George Rendel
from the Secretary of State.

In view of the increasing scale of
illegal immigration into Palestine it is
of the utmost importance that present
arrangements, whereby Jewish Agency and American
Joint Distribution Committee would have large
sums placed at their disposal for rehabilitation
and resettlement purposes should be altered.
I count on you to do everything in your power
to secure agreement to ^{agreed} conditions ~~existing~~
set out in paragraph 7 of Refugee Department's
memorandum of 25th April under which International
Refugee Organisation should take over
Intergovernmental Committee's functions in
this matter.

2. Please report urgently is there is
any action which I can take with other
Governments which would be likely to strengthen
your hand.

MB

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OUT FILE

23

Cypher/OTP

DEPARTMENTAL NO.2.

FROM FOREIGN OFFICE TO GENEVA

(To United Kingdom Delegation)

No. 235

D. 12.10 p.m. 3rd May 1947

3rd May 1947

c c c c c

IMMEDIATE

SECRET

Following personal for Sir George Rendel (Lausanne)
from the Secretary of State.

In view of the increasing scale of illegal immigration into Palestine it is of the utmost importance that present arrangements, whereby Jewish Agency and American Joint Distribution Committee would have large sums placed at their disposal for rehabilitation and resettlement purposes should be altered. I count on you to do everything in your power to secure agreement to suggested conditions set out in paragraph 7 of Refugee Department's memorandum of 28th April under which International Refugee Organisation should take over Intergovernmental Committee's functions in this matter.

2. Please report urgently if there is any action which I can take with other Governments which would be likely to strengthen your hand.

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Reference:-

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371 / 61897

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3

E

E 3694

24

PALESTINE

3 MAY

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 3694/1354/31

H K Del

Geneva,

238

2 May 1947

3

I.R.O. Preparatory Commission
Refn #10th 214 (E3537/1354/31) etc
does not feel able to intervene as suggested
in memo. In general agreement in opinion
by Dept in these circumstances and a point
etc It will not want to go back on it.

Last Paper.

3537.

References.

(Print.)

(How disposed of.)

Del Geneva.

295

May 9

Del Lawrence

6.

May 9.

(Action
completed.)

G E 17/5

(Index.)

17/5
9/9/48

Next Paper.

(Minutes.)

Refugee Dept.

that is the trouble: we have
hid our hands and now have
to try to unhorse them

H. S. G. Smith
May 5

But if we can secure agreement to
a modification of an unsatisfactory agreement
(into which I understand we were rather
bounced by the U.S. delegation representative)
surely we shall do so. The S.P.C. has now approved a
personal tel. to Sir J. Rendel.

J. E.
17/5

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25

OFFICE.

D. 8. 20 p.m. 2nd May 1947
R. 9. 30 p.m. 2nd May 1947

R. 9. 30 p.m. E 2nd Mar 1947 3694

4 4 4 4

3 MAY

For Butler from Minister of State.

Your telegram No: 214.

I do not feel that I can intervene as suggested in the memorandum. The original agreement was approved by the Secretary of State in these circumstances I am sure that he will not want to go back on it.

[Copy sent to Mr Butler].

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Reference:-

61897



NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry
No. CONFIDENTIAL

AWW 7/5
Draft.

UK Tel.

Geneva
Telegram.

No 295

Date May 7th

~~Letter~~ Melan.

Sept. No 2

OUT FILE

26

Despatched

7/5/17
4 19 P.M.

IMMEDIATE

Following for Sir George Rendel (Lausanne)

Please suspend action on my telegram

*No 235 [of 3rd May: reparations funds for
ATDC] pending further instructions.*

AWW 7/5

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OUT FILE

27

Confidential

En Clair

DEPARTMENTAL NO. 2

FROM FOREIGN OFFICE TO GENEVA

(UNITED KINGDOM DELEGATION)

No. 295

7th May 1947.

D. 4.59 p.m. 7th May 1947

YYYY

IMMEDIATE
CONFIDENTIAL

Following for Sir George Rendel (Lausanne).

Please suspend action on my telegram No.235
[of 3rd May: Reparations funds for AJDC]
pending further instructions.

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Top Secret.
Secret. *Secret*
Confidential.
Restricted.
Open.

UK Delegation
to Preparatory
Commission
Lausanne (via Bureau)
Telegram.

No. 6
(Date) May 9th

~~En Clair.~~
~~Cods.~~
Cypher.

Departmental
No. 2

NOTHING TO BE WRITTEN IN THIS MARGIN.

3148 Wt. 26469/137 50m 9/46 (51) F.&S.

28

194

Despatched 3.45 P.M.

Important—

by telegram 295- [of hour 7
Reparation fund for ASDC]
~~State of reparation for refugees~~].

You should not repeat not take the initiative but if the French or Americans make proposals which would involve reconsideration of the four power agreement, you may agree that it should be examined with a view to revision.

012. 9/5-

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371 / 61897

OUT FILE

END
29

Secret

Cypher/OTP

DEPARTMENTAL NO. 2.

FROM FOREIGN OFFICE TO LAUSANNE

(To United Kingdom Delegation to the I.R.O. Conference)

No. 6
9th May, 1947.

D. 3.45 p.m. 9th May, 1947.

Q Q Q

IMPORTANT

My telegram No. 295 [of May 7th: Reparation funds for AJDC].

You should not (repeat not) take the initiative but if the French or Americans make proposals which would involve reconsideration of the five power agreement you may agree that it should be examined with a view to revision.

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